

MINUTES
Academic Affairs Committee
January 16, 2001

The Academic Affairs Committee of the Council on Postsecondary Education met January 16, 2001, 8:30 a.m., Room 69 Capitol Annex, Frankfort, Kentucky. Chair Norma Adams presided.

ROLL CALL

In attendance were Norma Adams, Shirley Menendez, Joan Taylor, and Lois Weinberg.

ANNOUNCEMENTS

Ms. Adams announced that members are invited to the SCOPE and Finance Committee meetings. SCOPE, 11:00 a.m., Room 131 Capitol Annex. Finance Committee, 1:00 p.m., Room 131 Capitol Annex.

Institutional representatives will meet following the Finance Committee to discuss the structure and financing of the statewide engineering strategy, 285 GOPM Capitol Annex.

*ADULT EDUCATION
ACTION PLAN STUDY
SESSION OVERVIEW*

This meeting is held in response to the request of the Academic Affairs Committee members at the November meeting. There were questions regarding adult education.

Ms. Adams asked Cheryl King and Ben Boggs, council staff, to open the discussion. Also present were Secretary Allen Rose (Cabinet for Workforce Development) and Reecie Stagnolia, Deputy Commissioner, Department of Adult Education and Literacy.

Ms. King said that Secretary Rose will address the unique partnership of the Council on Postsecondary Education, the Department of Adult Education and Literacy, and the Cabinet for Workforce Development. Also, he will give the employer's perspective. Mr. Stagnolia will address the structure of the department and provide the federal government perspective. Kentucky receives about \$8 million in federal funds from the U.S. Department of Education. Of course, regulations and laws apply to those funds. Mr. Boggs was instrumental in writing the agenda item and will review the information and speak to the role of the council and the colleges and universities in adult education.

In November, staff came to the council with an ambitious plan requesting the approval of \$5.1 million to help meet the adult education action plan. The council approved that plan and staff will answer council questions.

The need in Kentucky is well known. Adult illiteracy is a feeder – to crime, welfare rolls, and unemployment. It affects parents' ability to read to children and help their children be successful in school. It contributes to

Kentucky's high dropout rate. It affects the availability of skilled workers for employers. One program for everyone doesn't work. We need multi-faceted methods for reaching and teaching adults, with consistent quality. The performance measures and key indicators that have been developed are a good start to ensure quality.

Secretary Rose said the cabinet has been redesigned to deliver adult education services in a very different fashion. The formation of the Task Force on Adult Education and Senate Bill 1 has made a difference. He is very supportive of this partnership.

He shared several personal experiences. There are reasons that smart people drop out. They are not dumb. They just need an opportunity. This partnership allows the flexibility and the resources to reach those not reached before. This partnership and 20 year plan can be successful.

Ben Boggs briefly reviewed the agenda item report. Staff called each committee member to follow up on the November meeting and to identify what questions remained. Responses to those questions are laid out in the report.

Lois Weinberg asked about the roles of the postsecondary institutions.

Shirley Menendez asked if there is adequate funding. Ms. King said that DAEL staff has done an analysis of per student costs. It varies, depending on county, provider, and available funds. Equitable funding is a challenge. Senate Bill 1 calls for looking at the need in the county by literacy levels, creating formulas that bring the lower-funded counties to a fair funding level. As we scale from 50,000 people to 300,000 people in 2010 or if you just look at moving from 50,000 to 100,000 in 2004, what will be needed in the system? The infusion of \$19 million statewide allows us to address the problem.

Gordon Davies and Ms. King visited throughout the state. Mr. Davies noted that providers said they were working hard and if they were given 40 percent more money, they would give us 40 percent more students. We responded, "that's not good enough." We have to do this for less unit cost per student. If you divide our goal of 300,000 into \$37 million or \$38 million, it's not a lot of money per student. It's very low compared to public schools or higher education. We must be more efficient and insist on measurable performance standards, rather than seat time. The discipline of not having a lot of money for the next couple of years is probably very good. But the funds will have to grow over a period of time.

Ms. King said the current federal appropriation for adult education in Kentucky is \$8.3 million. Recently, staff was told they can expect about an \$880,000 increase in federal money for next year. There are "set-asides" attached to that funding for areas like corrections. Many states rely on their

federal allocation as a sole source of funding. Kentucky's increase in funding for adult education, percentage wise, exceeds any other state.

Ms. Adams asked for a breakdown by age groups for the illiterate population. Ms. King responded that they have age groups in terms of participation. Mr. Stagnolia said the group is not profiled by age. At literacy levels one and two, there are 340,000 at the lowest level of one; 656,000 at level two. So, that's 996,000 at the lowest levels. Most of those are probably without a GED. In the 1990 census, 825,000 adults over the age of 25 were without a high school diploma. Thirteen percent of our population is in the 16 to 18 age category. Seventeen thousand people 16 to 21 years old participated. About 32 to 33 percent of these people were under age 21. The average participant is in their late 20's. An equal number of males and females participate. The average age of a person taking the GED exam is 26 to 27. Those from 16 to 44 years make up about 89 percent of the 51,000 served. Jim Applegate mentioned that the public communications campaign plans to target that age group that is active in the workforce.

There was discussion regarding this being a generational problem.

Ms. Menendez went back to Secretary Rose's point that people are often told they cannot learn and grow. We must look at different ways people learn; we need alternative methodologies.

Secretary Rose said there is a skill shortage, not a worker shortage. We've got to start early with children regarding the importance of education and preparation for a job.

Joan Taylor said that she has never met a parent who didn't care about her child. The school system "closes the door" on the family. The family should be involved in the education system.

Ms. King said that family literacy and work place education must be vital components of Kentucky's adult education plan. At the November meeting the council approved the creation of an alliance through which work place education efforts are coordinated with the KCTCS and other partners. Keith Bird gave a brief overview of the Workforce Alliance.

Ms. Weinberg said this makes sense for employers and we are on the right track. We must find a menu of options that will work for individuals and prepare the providers. Ms. King said some of the adult education providers are interested, well-trained, and want to provide workplace education. Some are not. The beauty of this approach is that we can call upon the best provider of service, allowing us to provide the highest quality of service. The partnership with the Kentucky Virtual University is very exciting so that we can offer a menu of services electronically. There are good products we can purchase.

Mr. Stagnolia said some people are uncomfortable learning in groups. Populations can be reached by television. Kentucky Educational Television offers GED courses on television. They have developed a national product, the Workplace Essentials Skills Series (series of 25 videotapes) through a PBS grant. All of Kentucky's learning centers and providers have a set of tapes and workbooks. An on-line component is being developed. About 4,000 people participate in GED on television.

Ms. Taylor asked how we connect with the Cabinet for Families and Children to provide a support system. There are issues with childcare and transportation. Ms. King said there is a representative from the cabinet that serves on the adult education-planning group. The local adult education providers are often well connected with the social services providers.

Mr. Stagnolia said the department is pleased with the partnership with the council. He gave a brief overview of the DAEL, which is made up of 42 staff in three divisions. Prior to 1990, the DAEL was in the Department of Education. In 1990, it moved to the Workforce Development Cabinet.

He provided a brief review of federal legislation and regulations. About \$8.3 million in federal funds comes to Kentucky through the Workforce Investment Act, Title Two, Adult Education and Family Literacy Act. Funding will grow to \$9.1 million next year. Other states don't invest the resources that Kentucky does in adult education.

Council members were provided a map with all the providers and the type of institutions they represent. Kentucky was a pilot state for the federal government for the development of performance measures over the last four years. They have been approved and Kentucky negotiated our performance levels with the U.S. Department of Education. We have linked those performance measurements to the five questions contained in the council's key indicators. It is a performance driven system. Providers must be accountable, whether they are a provider with a university, the KCTCS, or a local school board. Those providers that meet these standards will be successful and those that cannot will be terminated and replaced with quality providers. Thirty-seven counties exceeded their goals already, but many do not. Ms. Adams asked which type of providers is most successful. Ms. King said that for now she cannot say which type of delivery is most successful. There are many factors. Mr. Davies said that to some extent it depends on the amount of resources available to providers.

Mr. Boggs said that postsecondary education's role can be summed up in four ways: institutions can serve as local providers themselves; they can provide professional development for instructors; they can do research to show what works and what doesn't; and they can assist in creative ways to meet their region's need.

Nine KCTCS institutions serve as local providers (five technical colleges and four community colleges). They will be tracked and must meet the same standards as any other provider. MoSU serves as provider in Rowan and Morgan counties. ECU serves as provider in Madison County. The Calloway County provider is located on the MuSU campus. MoSU is in the process of proposing a master's degree program in adult education. They are creating an institute that will offer an undergraduate major in adult education and a master's degree. UK houses the collaborative center for literacy. UK and UofL assist in some research endeavors.

The heart of the plan approved in November has two large components—family literacy and workforce development training. Those are two large components we see as crucial to reaching the goal of 300,000. The KCTCS is taking a large part in Workforce Development Training. We also are working with the National Family Literacy Council.

Ms. Adams said that at the November meeting Peggy Bertlesman had several questions. Jim Applegate has talked with her, and her concerns are addressed in the paper.

Ms. Menendez asked about the communications campaign. Mr. Applegate said that the request for proposals went out about 10 days ago. It's a two-year plan linked to the new GEAR UP program for disadvantaged middle school children and their parents.

Ms. King said that additional plans will be presented to the council in May 2001. If council members have questions or concerns, staff will be glad to address them.

Jim Applegate introduced Angie Martin, vice president for finance, who will explain three options for allocating the monies for the enrollment and retention program. They are outlined in the agenda book. The first makes allocation of funds dependent upon meeting retention goals. The second option divides the money into two pools for retention and enrollment and allocates it based on the success in meeting those goals separately. The third option, favored by presidents, calls for allocating the money up front to the institutions and then holding them accountable at the end of the year for the accomplishment of their goals.

Ms. Adams noted that Gary Cox, President of the Association of Independent Colleges and Universities, will present another option later in the discussion.

Ms. Martin said that the enrollment growth and retention program was funded in 2000-02 biennium. The General Assembly allotted the funds to the institutions for the first year, 2000-01. The bill defined how much money went to each institution. That was based on estimated enrollment growth

*ENROLLMENT
GROWTH AND
RETENTION FUND
GUIDELINES*

and estimated funding levels. It did not take into account retention rates or actual performance.

The bill said that the council is to decide how to allocate funds the second year. We have \$8 million to allocate in 2001-02. What makes it complicated is that these funds are spread across three trust funds, and we cannot mix the three trust funds. The Research Challenge Trust Fund provides money to UK, UofL, and LCC. The Regional Excellence Trust

Fund supports the comprehensive universities. The KCTCS is funded by the Workforce Development Trust Fund.

The three options proposed also will be discussed with the Finance Committee. It is hoped that the Finance Committee will bring a recommendation to the council in February.

Ms. Martin provided a detailed description of the three options.

Ms. Adams asked if rewarding the whole system was considered. Mr. Applegate said it was discussed. Mr. Davies said it has been considered for the next biennium.

Gary Cox proposed a form of system-wide sharing. There is some merit to system-wide awards, regardless of who is meeting the goal.

Mr. Cox said it is important to find a way that encourages cooperation among institutions, not competition. For example, if more students in ECU's service area enroll in college, whether at ECU or somewhere else, then ECU has been "successful" in increasing enrollment.

Ms. Adams said that the whole system should be rewarded for increased enrollment but the individual institutions rewarded for retention. Mr. Cox said yes, either that or institutions would receive a greater reward if the whole system improved. We need incentives to get us to work together on enrollment. Ms. Adams said that universities do spend a lot of time and money in trying to get students away from one another.

Mr. Cox said the enrollment fund should be aimed at hard-to-reach students (disadvantaged students, those whose parents don't encourage them, or who are ill prepared).

Mr. Davies said that incentives now are in three trust funds. He said that money could be put into an enrollment growth and retention trust fund in 2002. He said he agrees with Mr. Cox in principle. Kentucky needs the ability to contract strategically with private institutions for special services. We don't have that. Mr. Davies doesn't endorse service areas or districts. However, he said we know from what high schools each Kentucky university draws most of its students. We could develop "behavioral

clusters” for every university. An enrollment and retention pool could be created that would be more expansive than what Mr. Cox explained. If more people go to college out of the cluster and if fewer people need remediation, the whole behavioral cluster gets a reward. Maybe this ties back to the notion of local P-16 councils. Two kinds of competition are eliminated—public vs. independents but also higher education vs. K-12. A P-12 school might be in three or four different clusters. Mr. Davies said he likes Mr. Cox’ idea, but not the service district component. Mike Marsden of ECU pointed out that it is important that students be placed properly and that concern should be considered in the plan.

Mr. Applegate asked for clarification regarding the allocation for the second year of this biennium. An enormous amount of effort has gone into establishing enrollment and retention goals. Is it really viable to make substantial shifts at this point? For example, if we are including independents in the mix, that sets new types of goals. It changes all the numbers. Are we talking about general agreement on moving forward in a direction in terms of the next biennium but at this point using one of the three options? Mr. Davies said he hears the members saying they would like some form of collective reward to be considered. It is not an action item today for the Academic Affairs or Finance Committees. We can report this to the Finance Committee this afternoon and see what can be done between now and February 5 to come up with something.

Ms. Adams noted that this will come from the Finance Committee to the entire council.

Jim Applegate and Dianne Bazell presented a discussion of the P-16 Council.

P-16 DISCUSSION

One of the recommendations that will come in February is that the council approves \$100,000 from the technology trust fund to provide monies to support the creation of new, and continued support of current, local P-16 councils and partnerships.

Second, the council has been asked to consider a framework for P-16 articulation agreements which has been endorsed by the Kentucky Board of Education and the P-16 Council. Chief academic officers have reviewed and made comments but generally supported the principles.

Both of these items will be on the agenda for the joint meeting with KBE. Positive comments were shared regarding P-16 initiatives.

Lois Weinberg said she is curious about the guidelines for local councils provided in the agenda item. Mr. Applegate responded many groups asked for guidelines. They were not meant to be prescriptive.

Mr. Applegate noted a pre-filed bill by Representative Draud also creates local councils. Once this item goes forward, staff will talk with

Representative Draud and make sure we are consistent with whatever comes from the legislature.

Ms. Menendez addressed her concern for teacher shortages. Kentucky has 800 emergency teachers in special education and many in other areas. We should do something before it is a crisis.

OTHER BUSINESS

Mr. Davies said Jim Applegate will have a meeting January 23 with education deans and arts and sciences deans from throughout the state

regarding teacher preparation. Sue Moore and Mr. Davies visited with Gene Wilhoit last week and raised the possibility of collaborative incentive programs to encourage people to become teachers. Ms. Menendez said we need to do all we can to address this problem.

The meeting adjourned at 10:45 a.m.

ADJOURNMENT

James L. Applegate
Acting Vice President for Academic Affairs

Jerry Ann Warmouth
Secretary

